SURVEY Midmonthly

AUGUST JOURNAL OF SOCIAL WORK 1938

PALO ALTO

Security in Social Work

JOHN A. FITCH

In 1938

CARL B. FLAXMAN

The Social Security Act Three Years Later

Job Finding Now Joins Relief

HERMAN M. SOMERS

Marriage Insured Against Syphilis

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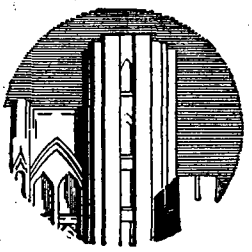

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SURVEY MIDMONTHLY for August 1938, Vol. LXXIV, No. 8. Published monthly and copyright 1938 by SURVEY ASSOCIATES, Inc. Publication and Editorial office, 112 East 19 Street, New York, N. Y. Price this issue 30 cts.; $3 a year; Foreign Postage, 50 cts. extra; Canadian, 30 cts. Entered as second-class matter, January 17, 1938, at the post office at New York, N. Y., under the Act of March 3, 1879. Acceptance for mailing at a special rate of postage provided for in Section 1103, Act of October 3, 1917, authorized June 26, 1918.

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SURVEY MIDMONTHLY

SURVEY ASSOCIATES, INC.

Publication and Editorial Office:
112 East 19 Street, New York, N. Y.

SURVEY MIDMONTHLY—Monthly—$3 a year
SURVEY GRAPHIC—Monthly—$3 a year
SUBSCRIPTION TO BOTH—$5 a year.

JULIAN W. MACK, *chairman of the Board;* RICHARD B. SCANDRETT, JR., *president;* JOSEPH P. CHAMBERLAIN, JOHN PALMER GAVIT, *vice-presidents;* ANN REED BRENNER, *secretary.*

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• The tyrants and the plutocrats and the poor all need teaching, one of them no more than the others. All are in the warm dark—white man, black man, big man—they are in the dark together. None of them will ever get to day alone.—JONATHAN DANIELS, *in A Southerner Discovers the South.*

• The problem of the American newspaper today is to open its channels of cordial reception to new social ideals and to insure fair treatment for any reform or any reformer who is obviously honest, reasonably intelligent and backed by any considerable minority of the public.—WILLIAM ALLEN WHITE *in the Nation.*

So They Say

• If we would have no public masters, we must have no private ones.—LLOYD K. GARRISON, *University of Wisconsin.*

• I have not much patience with those who believe that crime can be prevented by a campaign, or a parade or even a banquet.—SANFORD BATES, *Boys' Clubs of America Inc.*

• Lucky indeed for us that an artist comes along once in a while to laugh at us. Ideology has made no place as yet for the sense of humor.—HENRY NOBLE MACCRACKEN, *president, Vassar College.*

• It just seems inconceivable that conditions can ever be right in this country again. Trade and industry throughout the land are disorganized. . . . The problem of unemployment has become general.—DANIEL WEBSTER, *1837.*

• Teachers will have to be kept fresh. It is stipulated in most leases that we should paint our houses outside every three years and inside every seven years. But who ever heard of doing up a school teacher? There are teachers at work in this country that haven't been painted inside for fifty years.—H. G. WELLS *to British Association for the Advancement of Science.*

• The new frontier is idle men, money and machines, and all the resourcefulness, ingenuity and courage that reside in twelve to thirteen million unemployed men is helpless to take up this new frontier without tremendous organization of productive forces such as only government can supply when business is in the doldrums.—HARRY L. HOPKINS, *WPA administrator.*

• Social work is in politics to stay.—The late MRS. HENRY MOSCOWITZ, *1923.*

• Hysteria and malevolence are not the formulae of democracy but the very meat upon which Caesars feed.—CHARLES E. MERRIAM, *University of Chicago.*

• We in America believe that society is made by man for man. We want no philosophy which merges him into nothingness.—CLARENCE A. DYKSTRA, *president, University of Wisconsin.*

• Reading has become a habit like chewing gum. The patterns and conventions of reading have been so stamped on us that we can read by habit without appreciable registry in the mind.—LEON WHIPPLE *in Journal of Adult Education.*

• I'm for socialized medicine. We got to fix it so in this country people can get sick besides the ones who can afford it. Illness now is a luxury; we've got to put it in the reach of the average man.—CAL TINNEY, *newspaper columnist.*

• I think you have the oldest cause in the world, and one of the noblest. Your battle is against the most insidious and tireless of foes. Let me name them: the easy way, the wishful thought, the tempting short cut, the shallow assumption, the clever expedient, the evasion of responsibility, the specious solution, the self-saving ingenuity, the surrender of independence and integrity of mind. You may not think these foes are formidable. Do not be misled. They are at the bottom of most of our troubles. They are the betrayers of men and nations. They are at their zenith of power today and have half the world in thrall.—HARLOW H. CURTICE, *president of Buick Motor Corporation; to the senior class of Olivet College.*

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SURVEY MIDMONTHLY

AUGUST 1938 VOL. LXXIV NO. 8

Security in Social Work

By JOHN A. FITCH

New York School of Social Work

ANY social worker worth his salt is interested in three kinds of security: for himself and his dependents against the hazards of low income and unemployment; for himself and his brethren against invasions of their status as members of a profession; for all mankind against forces threatening human personality in every form—economic, political, cultural. In other words, the social worker is interested in economic security, professional security, social security. I should like to look briefly at these three objectives, and then consider whether or not the type of cooperative effort that is offered through the medium of a union will aid in the achieving of them.

What is the problem of economic security for the social worker? When I look at available salary data I find it difficult to rid myself of the idea that for rank and file workers the problem of meeting the cost of living is a serious one. Ralph Hurlin's study of salaries paid in March 1936 in 241 private case working agencies, reveals some impressive facts. The lowest annual salary paid to case workers by any agency was $600 and the highest was $3000. In cities of 500,000 and over the range was from $960 to $2850.

The median salary—the amount received by the worker standing at the middle point, with half of his associates receiving more and the other half less—was $1200 in agencies having two to three workers. In agencies employing fifty or more the figure ranged upward to $1650. The range by size of city—from 25,000 or less to 500,000 and over—was from $1500 to $1635.

A top salary of $1650 for the average case worker in a large agency is nothing to write home about, and considerably less can be said for the $1200 in the small agencies. Such a worker may well have several dependents. As a teacher in a school of social work, I frequently discover students who, out of the beginning salaries of their first jobs, expect to contribute to the support of parents or of younger brothers and sisters. Case workers with families of their own have a more serious problem, for the Brookings Institution and the Bureau of Home Economics of the U.S. Department of Labor are in agreement that a completely satisfactory diet for a family of four is not assured on any salary less than $3000 a year.

The Hurlin study showed a situation none too good for many executives, the median ranging from $1800 to $5400 according to size of agency, and from $2050 to $4900 according to size of city. The maximum for case workers, however, was $3000 while that for executives was "over $10,000." And another interesting fact was the change in the ratio of case workers' salaries to those of executives as the agency or the city grows larger. In the smallest agencies and cities the case worker's pay was from two thirds to 73 percent of that of the executives in the same agencies, while in the largest agencies and cities the ratio was 30 and 33 percent, respectively.

Promotion and tenure are additional factors in the economic security of any employe. In social work there are no generally accepted principles governing either. Standards may have been worked out in specific agencies, but they are not generally recognized. It is true, and I gladly bear testimony to it, that executives in social agencies usually have a high sense of obligation to workers on their staffs, and that there is a very general sense of loyalty, working both ways —of worker to agency and of executive to staff. But this is no safeguard against ruthlessness when it does manifest itself. Over the years, as editor, as teacher, and as officer or committee member of the American Association of Social Workers, I have heard of many cases of what seemed to me unjust discharge. I need mention only two, one of them occurring twenty-one years ago, the other last month. In April 1917 the executive of a large social agency dismissed an employe because on the day before Congress declared war against Germany, she had circulated a petition in the office, addressed to Congress, asking that body not to declare war. She was exercising that privilege which is declared by the Constitution to be a fundamental right of citizenship. And she was discharged on the ground that she lacked "patriotism."

IN twenty-one years we ought to have made some progress in personnel policies and in general we have done so. But last month three employes of another New York agency were dismissed without notice, two of them for an alleged "lack of cooperation" and the third, who protested the dismissal of the first two, for "gross insubordination." Requests for a more specific statement have been refused and the workers were even denied an opportunity to finish

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writing up their case records. Incidentally these three young women were members of a minority group in the agency who had joined the Social Service Employes' Union.

Social work employes need protection against such arbitrary and unjust conduct on the part of an executive, just as wage earners need it against similar behavior on the part of straw bosses and foremen. In neither case does the presence of fair-minded and just executives elsewhere constitute an adequate remedy.

IT is a peculiarity of social work that its practitioners are both employes and members of a profession. Hence it is that they are interested, not merely in their own economic well-being, but in something that we might call professional security. Involved in professional security is a sense of belonging to a profession and of helping to develop its practices and build its standards and code of ethics. And vitally important to the foregoing is the participation in such activities as a matter of right.

So far as executive decisions are concerned these problems fall into two areas: those involving matters with respect to which standards of practice have been so far developed that any deviation from them would be generally recognized as improper; and those involving new situations or other problems about which professional opinion is not yet crystallized. The former type of problem can be dealt with by the executive with assurance—he is not acting arbitrarily, he is the voice of his profession. With respect to the latter he has no such authority. Here staff conferences are indicated where the role of employer and employe are set aside and executive and staff member meet as professional equals. Only thus can a code of ethics be built upon and enlarged.

It is obvious, therefore, that professional security may be threatened by an executive who in addition to exercising his authority by putting into effect the recognized practices of his profession, makes his own decisions in areas where professional guidance is lacking. Moreover, it is possible for the executive to act unprofessionally even in the area of professional agreement. He may do so by issuing orders to young and inexperienced staff members without bothering to make sure that they understand the principles involved. The executive is a leader of associates who are members of his own profession. When he forgets that, he becomes a boss rather than a leader, and the relationship ceases to be one of professional comradeship.

It is possible for the executive to threaten the professional status of the worker. It is possible, also, for the board of an organization or a council of social agencies or a community chest to do it. When an agency is arbitrarily excluded from the benefits of cooperative fund-raising because the board of the fund disapproves of the political or social philosophy of an employe of the agency, or because the agency itself has attacked recognized evils such as starvation wages, or has assisted in a free speech campaign, the exclusion constitutes an attack on the professional security of every social worker in the community.

Professional security is threatened also when community action vitally affecting social work is undertaken without adequate discussion with the social workers themselves, and without their full participation. New York social workers have not failed to note the absence of full consideration of the principle suggested here in the launching last spring of the Greater New York Fund. Its sponsors obviously believed that time consuming conferences would interfere with its success. Consequently the profession of social work, as such, was not given adequate opportunity to offer the counsel and assistance which the experience of its members qualifies it to give. This was an oversight that can be corrected another year.

When I refer to social security as one of the objectives of social work, I mean much more than unemployment insurance, old age pensions, or compensation for accidents. Valuable and indispensable as these things are, they amount to very little without the basic security of free assembly, freedom of speech and press, and due process of law in its established and historic sense. The whole country knows that these fundamental rights are being ignored at present in one of our great cities. The importance of it extends beyond the particular issues, and beyond the borders of Jersey City. In what is happening there the basis is being laid for the same violation of elemental justice as that which has kept Mooney and Billings in prison in California for twenty-one years for a crime they did not commit.

We need not suppose, however, that there is something novel about Jersey City. The temporary denial of constitutional rights there is not typical, of course. But even the casual student of social and economic history knows that there have been recurrent attacks on the principles outlined in the Bill of Rights. These attacks are not upon abstract principles. They are attacks upon human personality and as such they tear down the safeguards that it is the business of social work to build up.

WHAT has trade unionism in social work to do with this? In the first place, as said before, social workers are employes and as such are subject to the economic hazards that are common to all who work for wages or salaries. What has proved effective in the economic area for iron molders and coal miners may reasonably be supposed to be effective for social workers.

In the second place, social workers are professional persons. If organization is of value for them in the economic area why not in the professional area also? But do we not have our professional organization in the AASW, and is not that sufficient? We do, it is of utmost value, but it is not sufficient. In the AASW we meet as members at large of a profession. General professional problems can be dealt with there better than anywhere else. But individually we are employes of agencies and some of the most important professional problems are those arising within agencies. The AASW can deal with the profession as a whole. It never has been effective in dealing with individual executives and specific agency boards.

In the third place, social workers are citizens, with all the obligations and rights that status involves. As citizens who are at the same time social workers they are concerned, to an unusual degree, in the enactment and administration of social legislation, and in the maintenance of democratic processes. It is important that they should have full freedom of action in this area—a freedom that organization will do much to establish and protect.

With respect to most of these matters the interests of the social worker are similar to those of the trade unionists in industry. There is more in common between social worker and industrial worker than either has, until recently, thought possible. It follows from this not only that a union is a fit instrument for the social worker in the defense of his rights and the advancement of his interests, but that affiliation with the labor movement as a whole is appropriate and desirable for him.

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Nineteen Thirty Eight

By CARL B. FLAXMAN

State Board of Control, Austin, Tex.

I AM the State Division of Child Welfare.
I have been asked to help a boy.
The local probation officer called me about a sixteen-year-old lad held in jail.
The probation officer wanted to know what to do with him.
I have started to learn the facts.

He cannot read and write.
He has never gone to school.
His parents were wandering junk dealers.
They landed in Prettytown a few years ago, developed pneumonia, and died.
They left this son, two younger daughters, and a baby brother.
The younger girl was placed in adoption by a thoughtful minister.
He sent the two boys and the older girl to an orphanage far away.
His community was no longer responsible.

The older girl did not stay at the orphanage.
Having gonorrhea, she had to be sent to a hospital in another city.
Upon her release from the hospital, she was sent to a different institution.
The older boy, the one I am working with, ran away from the orphanage.
He was unhappy.
He has never been able to return to see his little brother,
Because the institution heads have threatened to send him to the reformatory.
Running away from unhappiness is a criminal offense.

When these children were rudely broken away from home and family,
Little skill was used to locate relatives.
A few months after the children were "placed," a grandfather, his wife, and an uncle arrived from nearby.
They had just heard of the parents' deaths.
These near of kin mentioned other relatives in an adjoining state.
Yet, nothing was done.
The people of Prettytown thought these people were bums.
They didn't take the trouble to know them.
There are two strikes on you when you just happen to be a "stranger."

The boy has been ill.
At the time his parents died within a week of each other, he was bedridden with pneumonia.
He has not been well since.
He may have tuberculosis now.
His body reveals boils.
He had not had a haircut in months when I first saw him.
His clothes were of an ancient, worn vintage.
He owned a coat, pants, shoes, and a shirt that might once have been white.
He looked unreal under his battered, scarecrow hat.
For over a week now he has sat in jail.

There a "bookie," too proud to pay his fine, and an insane man, waiting delivery to an asylum, have been his "friends."
This isn't so bad, for he is used to jails.
Other county probation officers have incarcerated him for a few days at a time until they decided to let him wander on—to the next county jail.
The police have fingerprinted him three times—even though he has never broken any laws:
Unless it is the crime of being born into our civilization.

The boy begs my aid now.
I can't do much.
My state has little money for such foolishness as a human life.
It does have broad, beautiful highways.
Maybe my state will spend money to punish this boy years later when his possible criminal behavior reflects my state's neglect and cruelty.
The county is in the same fix.
Besides what counts is not helping a human life, but knowing that this boy is of no local concern.
He doesn't live within an arbitrary county line.
In fact, he has no home.

I HAVE set myself several tasks.
I shall take this boy each day for an airing away from the jail where he doesn't belong.
I am going to have a doctor cure those boils.
I am going to have a doctor determine if he has tuberculosis.
I am going to learn if it is safe to place him in a private home.
If it is, I am going to find a home where he can stay and work for his keep—
Until I can plan to reunite his family and give them a home with some useful folk
Who have time for some things beside bridge and gossip.
I am going to see that he learns to play with other children,
That he learns to read and write.
I promise myself that he shall not go to the reformatory and exist there symbolic of my community's indolence and neglect.
I promise myself that he shall not go to the reformatory where its limitations tend to breed criminals.
I am haunted by the specter of youthful thousands in this state—like my sixteen-year-old boy.

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Marriages Insured Against Syphilis

By EDWARD A. MACY

Staff member, Council of State Governments

WITH the passage of the medical certification law which went into effect the first of July, New York became the twelfth state to require a premarital examination for syphilis as a pre-requisite for the issuance of a marriage license. Within the last year alone, more than five states have added this legislation to their statute books. The trend is of singular importance, both for the present campaign against syphilis and for the recent movement to raise and unify the standards of the state marriage laws in general. If this type of legislation is widely adopted by the states, it may come to play a decisive role in the fight to rid the country of syphilis. And in addition it may prove the stimulus for a general revision of our present marriage laws, looking toward a relatively uniform system of state marriage regulation.

Specific provisions of the premarital examination laws differ from state to state, some requiring the examination only of the prospective bridegroom, others of both applicants. But the recent New York law is typical of the general legislation in this field. It requires for both applicants a standard blood test and a doctor's statement on the absence of syphilis. Under its provisions:

Both applicants for the marriage license go to a licensed physician and submit to a standard blood test for syphilis, the blood examination being made by an approved state laboratory.

In a confidential report to the physician, the laboratory records the name of the applicant and the result of the test.

On the form which the applicant submits to the marriage license clerk, the laboratory records the name of the applicant and the fact that a blood test has been taken.

With the laboratory report to guide him, the physician records his findings as to whether in his opinion the applicant is affected with syphilis in a stage which is or may become communicable.

If the physician finds no syphilis the applicant is permitted to marry, and the statement of the laboratory and of the physician then is submitted to the marriage clerk within twenty days of the taking of the blood sample.

The provisions of the law are automatically waived for both applicants if the woman is pregnant, and in other special cases the provisions of the law may be temporarily waived by a judge. The laboratory record of the blood test is kept in absolute confidence at the State Health Department or at the city department in cities over fifty thousand population.

The violaion of any of these provisions either by the applicant, the clerk or the physician, is declared a misdemeanor.

This general type of legislation has been criticized, both by those who regard the physical examinations as inconclusive and by those who object to the prohibitive features of some of the laws.

In regard to the validity of the tests, it has been well-established that the result of a blood test, alone, is not always a reliable index to the absence or presence of syphilis. During the early stages, for example, the tests may fail to record the presence of syphilis. Likewise, if treatment is begun in the early stages, the blood tests may remain negative, or, if they have become positive, may revert to negative after only inadequate treatment. It is also true that many patients with late syphilis will never have negative blood tests, no matter how well they are treated; yet under proper conditions, they should be permitted to marry. The final responsibility for the adequate administration of these laws must rest, therefore, on the rank and file of the medical profession. Critics of these laws question the present competency of the average physician to administer the blood test and properly to interpret its results.

A related criticism is directed at the features of the laws whereby a marriage is prohibited when one or both of the applicants is found to have syphilis in a communicable stage. Some of those who offer this criticism favor legislation requiring merely that an examination be made, with the final decision as to whether to marry resting entirely with the couple. Others believe that the states could better spend their money in a general anti-syphilis education campaign.

FOR the most part, however, this legislation has met with widespread support from leaders, agencies as well as individuals, in the medical, public health and social welfare fields. These supporters point to the growing competency of the average physician to take the blood sample and to detect the presence of syphilis. Already in New York State many county medical societies have appointed special committees for the study of syphilis and the dissemination of special information to physicians. In several of the states which already have enacted medical certification laws, detailed instructions from the State Department of Health have been sent to every physician in the state, and local medical conferences dealing specifically with syphilology have been held from time to time. Closely tied in with the state program of education have been the special state laboratories. In actual cases where a physician is not certain of his diagnosis, it is possible for him to communicate with the nearest state approved laboratory for special information and guidance. In any specific instances where an error may be made, the proponents of these laws point out that the requirements of the law usually can be waived after proper administrative proceedings.

In one state in which a premarital examination law has been operative, over 90 percent of those found to have syphilis were entirely unaware of their condition.

The law thus provides an important medium for statewide education in syphilis control, and in addition affords valuable protection to both partners to the marriage contract. The law is of special value if the physician's contact with the applicant is handled judiciously. By telling the applicants carefully and courteously that the law is for their benefit, that no one is trying to pry into their affairs, the doctor can establish a frank relationship which will aid in discovering any past exposures to infection and will make the applicant willing to undertake any needed treatment.

There is as yet no complete agreement on the merits of the details of this type of legislation and few authorities regard existing laws as perfect. But, as Dr. Reginald M. Atwater, executive secretary of the American Public Health Association, has said: "They offer the most effective dragnet

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which we have at the moment and provide adequate loopholes for those cases in which there is reason which can stand judicial inquiry why the law should be inoperative."

Many of the shortcomings of existing laws can be obviated by well-directed educational campaigns. An educated public, for example, is almost essential both to the passage and administration of the laws, but the needed public cooperation must wait on thorough public understanding, and for this reason several of the states have gone so far as to pass laws which will not become effective until 1939 or 1940.

An educated medical profession is equally essential to adequate administration. It has been found that the laws have worked out most satisfactorily in those states which have made contacts with all physicians and have fostered state and local medical conferences as aids to the thorough dissemination of up-to-date information.

A state-wide system of approved laboratories, with adequate personnel for keeping records and compiling statistics, has also been found a vital factor in the adequate administration of the laws. The records of the blood tests in the laboratories, however, as well as in the state departments of public health, should be held confidential in order to inspire the full confidence and cooperation of the marriage license applicants.

The evasion of these laws has been widespread in many of the states. During the first year of the Connecticut law, before the New York law was enacted, the number of weekend marriages in New York counties bordering Connecticut is reported to have jumped 55 percent. The attorney general of Wisconsin recently has ruled that such instances of evasion may be prosecuted as an offense against the public health law of the state. But evasion might also be prevented by state "double-license" laws, which would withhold marriage licenses to out-of-state couples unless evidence was presented in the form of a marriage license from the home state, that the marriage was in conformity with its laws. Such a law recently was introduced in the New York state legislature.

Widespread evasion naturally would be impossible if most of the states joined hands in requiring premarital examination laws. A large measure of support for the New York state bill was gained at a Regional Conference on Uniform Marriage Laws, held last December under the auspices of the New York Joint Legislative Committee on Interstate Cooperation and attended by public health and legislative officials from seven eastern states.

Other regional conferences may be held within the near future by other state commissions on interstate cooperation. The Council of State Governments with which these commissions are affiliated, is a clearing house for interstate activity and provides the facilities for the organization of regional conferences and hearings. Through this machinery for interstate cooperation which has already been set up, the states may find a medium for unified action in the field of premarital examination legislation. In addition, they may find a meeting ground for state marriage law reform.

Job Finding Joins Relief

By HERMAN M. SOMERS

Wisconsin Public Welfare Department

WHAT is probably the first real attempt in this country to attain a practical, working correlation between public employment services and relief agencies is under way in Wisconsin. While still in its experimental stages, it promises an employment service "coverage" always difficult to achieve in states with large rural areas, and it is making available to relief clients the intensive type of help in job finding which they particularly need.

It all began in the pre-recession days of early 1937, when distraught relief officials, aware that merely closing relief doors does not create job opportunities, were faced with widespread, often ill-considered demands and moves by relief boards to "cut down on relief." Seemingly a reaction to a continuous program of general relief which had been presented to them originally as a "temporary emergency," it was an ominous development, motivated in part by a feeling that the country's depression stage had passed and the will-o-the-wisp of "normalcy" was in sight, in part by a real shortage in state and local relief funds. The unhappy result most often took the shape of local decrees that all "employables" should be summarily dismissed from relief rolls, on the presumption that if relief were denied they would manage to find jobs.

Fearing severe suffering and finding local boards adamant, relief officials in several Wisconsin counties undertook campaigns to obtain some sort of income-producing work for their clients. From these spontaneous and isolated efforts grew the plan now under way, which represents a realistic grappling with their mutual problems by the state's relief and employment services.

In launching the original effort to find jobs for clients, employers, cities, private citizens, every conceivable prospect was canvassed. It was a selling campaign, trying to sell the services of clients to any prospective employer who might have use for them. And many buyers were found.

The intensive job-quest demonstrated not that relief clients had been indolent or indifferent to seeking employment, for they were avid enough when opportunities were available, but that they needed more help and guidance in that difficult pursuit. The particular type of help needed by this group of unemployed differed from that given by the regular community employment services. Relief agencies deal with a sector of the unemployed which has a general level of employability lower than that dealt with by the employment offices. Partially disabled cases and the psychologically handicapped need special types of attention. As one observer put it, "The employment service has jobs for which it seeks suitable men while the relief office has a group of men for which it must attempt to find suitable jobs."

In Wisconsin, the situation was aggravated by a circumstance common to all states with large rural areas. The State Employment Service could not provide full services to the less populous localities. It maintains offices in twenty-four counties, and serves the remaining forty-seven by means of traveling interviewers working out of district branches. Because of the limited number of interviewers and the wide

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geographical area they were expected to cover, the time spent in any one community necessarily was restricted to a short visit, at weekly or semi-monthly intervals. Moreover, it was apparent that local employers were not strongly inclined to negotiate with an employment office located in another county or even in a different city.

THE State Public Welfare Department, alert to the significance of all this, was ready to take remedial action. Early last winter it worked out, with the aid and cooperation of the Wisconsin State Employment Service and the state WPA, an experimental plan for the expansion of employment services. The proposal was submitted as optional to local relief agencies, many of which were quick to adopt the broad phases of the program. The resulting experiment, now in progress, promises to have wide significance for relief agencies, particularly in rural communities.

By this plan, welfare departments in counties which do not contain a state employment service office may assume all responsibility of employment registration and placement, operating in cooperation with the state service (WSES). In effect, the welfare department becomes the agent in its county for the state service. Relief clients are asked to register for work and to renew their applications monthly on the same basis as other work seekers. A county may, if it wishes, extend its services to non-relief persons who wish assistance in securing employment.

The WPA and WSES, which helped formulate the plan, participate in it. In all cases, the applications and renewals filed by work seekers are forwarded to the district office of the WSES. If the applicant is a "certified" case—eligible for WPA employment—a copy of the record is also sent to the WPA. This applies also to notices of employment. In this way, not only are the facilities of all three agencies brought to bear more fully on the problem, but records and data are kept more current and complete.

It is mandatory that all "priority number one persons" in relief families (the most employable member) register and keep their renewals active. Failure to comply means cancellation of WPA certification and, if need be, termination of direct relief. The county agency, in its discretion, may require all employable members of a family to register.

A county agency confronted with the refusal of a relief client to accept employment may discontinue relief if, upon investigation, the refusal is considered unwarranted. If private employment is found for a WPA worker, the WPA immediately cancels his connection with that agency with the understanding, clearly stated in the separation letter to the worker, that he will have full right to reemployment with WPA upon legitimate loss of private employment. If the WPA is informed by the welfare department of the unjustified refusal of one of its workers to accept private employment it will sever his relief employment, but it conducts an independent investigation and if it feels the refusal was warranted will reinstate him.

The welfare department also acts as the liaison agency to locate and place on the job certified persons selected by the WSES for employment with private contractors on public works projects.

Unpaid advisory committees composed of interested citizens, members of the county board, employers, labor representatives and welfare officers, are important instrumentalities for reaching employers on an intimate basis and keeping the public properly informed.

This is only the bare framework of the plan. The counties are allowed wide latitude to adapt it to their own needs and special situations. In general, however, they follow the basic pattern.

In addition to expediting employment opportunity, the Wisconsin Public Welfare Department states some further objectives of the plan:

> By emphasizing the importance of work histories and developing skills in analyzing past work experience, attitudes may be changed as to the relative security of private employment and governmental made-work. The person doing the interviewing should benefit as well as the worker himself.
>
> By extending the state-wide labor clearance system operated by the state employment service, the number of families receiving relief might be substantially reduced.
>
> . . . the employer may be brought in close touch with the labor market. . . .
>
> By thoughtful consideration of the data . . . counties may be made aware of the present structure of the relief load. It should be possible to discover and isolate groups needing vocational training and re-training, long time apprenticeship plans, and vocational counselling. . . .
>
> Through an employment committee of officials and lay citizens, fully informed . . . the community may secure a better understanding of the problems arising from relief and unemployment.

The significance of the movement is well pointed in this statement. But there are additional implications in this experiment in correlating relief with employment services.

Irrespective of how many jobs relief clients may obtain under this plan, the entire program should have a salutary effect upon their psychology. It should help eliminate the tendency to regard the relief office merely as a source of hand-outs. The client must observe that the agency is active in assisting him to find employment; he must regularly register his desire to work; the relief he receives is realistically contingent upon his good faith in seeking work.

IN addition to the public relations advantage cited by the Public Welfare Department the plan should be a boon in dealing with a public much skeptical of the worthiness of "reliefers." That public should be very pleased to observe relief agencies actively engaged in the attempt to replace relief with reemployment, and to find aid denied to those whose unwillingness to work is proved.

Wisconsin owes the origin of this interesting experiment to P. D. Flanner, director of the State Department of Public Welfare, but execution of the plan is made possible only with the cooperation of the Wisconsin State Employment Service. Such ready cooperation might be difficult in states where the employment offices seem to abhor any direct connection with relief agencies, fearing that such relationship might reflect on the caliber of the employment service's entire enrollment in the eyes of employers, and thus hamper effectiveness. This point of view is quite understandable but may often operate to obstruct important improvements in giving service to the unemployed. The WSES has not found that its cooperation in this plan has reduced its usefulness in any other sphere. Indeed, it has been a way of extending employment office services to communities which otherwise the service could not afford to reach.

The unprecedented fall in employment and the resulting avalanche of relief applications which occurred last winter make it difficult to evaluate the accomplishments of the program at this time. Perhaps it is too early for such appraisal in any event. Wisconsin officials think of the program as entirely experimental but are optimistic regarding it.

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The Common Welfare

The First Three Years

THE third birthday of the social security act on August 14 is a good milestone from which to look back over the way we have come in the first nation-wide program of social insurance in this country. All the states in the Union, the District of Columbia, Alaska and Hawaii, now have unemployment compensation measures under twenty-five of which benefits are being paid. About 25,500,000 commercial and industrial workers are covered by these laws, and to June 11, some $153,500,000 had been paid out in benefits to unemployed wage earners in twenty-five states. In many communities, delay in compensation payments, complicated record keeping, uncertainty as to the amount and duration of benefits have caused widespread disappointment. It is hoped that the study of unemployment insurance administration, now going forward under the leadership of the Bureau of Unemployment Compensation of the Social Security Board will lead to simpler, less costly and more satisfactory procedures.

Under the old-age insurance titles of the social security act, more than 39 million workers have applied for accounts through which they can in their working years provide an income for old age. By June 1, more than $5 million had been paid out in lump-sum benefits to wage earners or their survivors in cases where the worker had retired or died.

With Virginia's new law effective July 1, every state is now participating in the assistance program under the social security act, through which 2,300,000 needy persons are receiving cash allowances from combined federal-state funds. The recent difficulties in Oklahoma, disquieting reports from Colorado and other states, indicate that the assistance program in many areas falls short of the goal because of public misunderstanding, pressure group propaganda, lame "merit systems."

But when the pluses and minuses are added up, few Americans would fail to see gains in the first three years of the program, in spite of the obvious shortcomings and defects, or would want to abandon this nation-wide effort to provide a measure of security for the least secure groups—the aged, the blind, dependent children, the unemployed.

Problem Calves

WHEN mother cows inconveniently reproduce between board meetings calves, no less than children, become problems to county institutions in Indiana, more or less mourns Ruth E. Beck, child welfare consultant of the State Department of Public Welfare. Such bad timing on the part of a cow can present real financial difficulties, because the ad interim birth of a calf creates a shortage of milk in the institution which can be offset only by selling the calf, standard practice for a bull calf with no lactic future. But a calf cannot be sold without formal action by the board. In one county home where a cow thoughtlessly produced twins, a bull and a heifer, the properly authorized sale of the bull brought enough money to buy milk; but the following week another cow became the proud parent of a male offspring with the board no longer in session. There was nothing to do but keep the calf and, at the risk of tilting the budget, buy milk until the next board meeting.

In another county the bovine problem looms so large that the chairman of the board in appointing three committees listed them in order of immediate importance: Committee on Hay and Feed for the Cow; Committee on the Sidewalk from the Front Door to the Front Gate; Committee on Visitation and Placement of Children.

Grim Figures

EVEN an optimist must have difficulty these days in discerning any hopeful trends in unemployment relief. To be sure the Social Security Board reports a drop of one percent in May in number of cases receiving general relief in urban areas. But even that faint hope is dimmed by the realization that the drop quite probably means decrease of funds, not decreased need. It disappears altogether before the statement from WPA that in June the number of persons receiving public assistance in all forms rose 2 percent over the preceding month and added up to the grim total of some 21,666,000 people or nearly 17 percent of the population of the continental United States. This is an increase of 7,538,000 over the "low" of September 1937; it tops every month since May 1935.

The grimness of these figures lies not in the fact that so many people are getting relief but that, after all the years and all the approaches to the problem, so vast a segment of the American people remains economically helpless, living their lives in the twilight zone of relief.

Hard Times

IF the first six months in six big cities is a measure this will turn out to be a lean year for philanthropy. A tabulation by the John Price Jones Corporation, New York fund raisers, shows that publicly announced gifts and bequests have decreased this year more than 50 percent as compared with the same period in 1937. In Chicago, New York, Boston, Washington, Philadelphia and Baltimore the 1937 total to July 1 came to $115,103,196; this year to $50,713,219. Of the six cities only Chicago and Baltimore showed a gain. Of the eight "fields of giving," five—health, play and recreation, fine arts, miscellaneous reforms, religious purposes—registered gains. Education was down by $58,568,188 under last year, organized relief by $10,811,693 and foreign relief by $2,526,535. In spite of these sharp declines educational institutions remained, as in other years, the most popular field of philanthropic support with organized relief second and health third.

"NOTHING is more important to a nation than the health of its people," said President Roosevelt in his message of greeting to the conference in Washington in mid-July called by the Interdepartmental Committee to Coordinate Health and Welfare Activities which he appointed last fall. A report of the conference and an appraisal of its significance by Paul Kellogg will appear in the September *Survey Graphic*.

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The Social Front

Relief

STEADILY rising expenditures for public assistance reached a new high in May—$39,963,000 above the total for the same month in 1937 according to a report of the Social Security Board. The figures, including all local state and federal aid, with the exception of aid to transients and exclusive of administrative costs, mark the seventh consecutive monthly rise in public relief costs. Though the total of $247,750,000, was about 2 percent over that of the previous month, the WPA outlay was 6 percent higher than in April.

More Clothing—Supplementing WPA's purchase of $10 million worth of men's suits and overcoats for distribution to relief clients, (see *Survey Midmonthly*, July 1938, page 239) comes another purchase, this time of women's winter coats to the value of $3 million. These garments, taken from stock on hand—a glutted market—will cost WPA about $5 or $6 each. Thus WPA hopes to clear the congestion in the cheaper clothing industry and open the way to the reemployment of thousands of garment workers.

In Illinois—The Illinois legislature, now adjourned until January, balked at any thorough overhauling of the state's relief machinery, and continued its policy of emergency tinkering. It appropriated an additional $900,000 a month for relief in the state until February 1, 1939.

Amendments of existing acts authorized the city council of Chicago to use not more than $2,500,000 of its share of the fuel tax for local relief purposes between July 1, 1938 and February 1, 1939, and authorized county governments outside of Chicago to levy taxes or sell bonds to wipe out past relief indebtedness in excess of present taxes. No new indebtedness in excess of income may be incurred, however, without the consent of the city or county government. An amendment of the present act to provide relief for needy persons expanded the authority of the Illinois Emergency Relief Commission, empowering it to make "rules and regulations" for the administration of state or federal funds by county authorities. Any local unit failing to comply with the commission's rulings may be refused state or federal funds after fifteen days' notice.

Most significant were five separate bills which raised the proportion of relief funds that can be used for administration from 8 percent a month in Chicago and 5 percent a month outside of Chicago, to 10 percent a year throughout the state. This percentage has long been a stumbling block to the Chicago Relief Administration. An increase of 2 percent may seem no remarkable advance, but the greater flexibility allowed by 10 percent a year is a distinct advantage.

Before the ink of Governor Horner's signature on these bills had dried, Chicago's relief machinery, stalled from May 14 until the middle of June, was again in motion. Nineteen district stations opened to resume their former case loads, plus an accumulation of 1800 new families applying for the first time. Budgets are now restored to spring and winter level: half rent, fuel for cooking, food, medical care and special diets authorized by clinics or private doctors. Carfare is budgeted for working people, board and room for single minors, aged, ill or handicapped clients. Ice is not supplied, even in families with babies. Working children, who were formerly allowed to keep 40 percent of their earnings for their own use are now allowed only carfare. The CRA's anticipated needs for July are $3,180,000. State funds amounting to $2,700,000 are now available. A proposal for a consolidated intake service is under consideration with the possibility that experimentation will be made in the near future by combining five district stations.

Bad News—Kansas is threatened by a crisis caused by a $3 or $4 million insufficiency in funds needed to meet the claims of persons found eligible for assistance under the security services. . . . In Missouri the crisis has arrived and, barring a financial miracle, the state's 4426 needy blind will receive no further aid this year.

Challenged—New Jersey's tangled and often challenged relief situation is under investigation by a legislative commission "charged with the duty of inquiring into the subject of unemployment relief . . . to study all problems relating thereto and to make recommendations to the legislature." With the view of determining the superiority of the present local or of a state administration the present set-up will be studied intensively. The commission includes "representatives of the public."

Westchester County, N. Y. is worried about being "too good" to the indigent and has ordered an investigation by a non-partisan citizen's committee into the county's increasing welfare and relief activities. The investigation will cover the county hospital, the almshouse, home relief, old-age assistance, mothers' allowances and the penitentiary, all in an effort to discover whether more services are being rendered than the taxpayer should be "forced to support."

Among the States

THERE'S never a dull moment in the old-age assistance division of the Iowa State Board of Social Welfare where communications from clients evince the colorful individualism of the Midwest. Finding her five peacocks a burden one old lady has asked the commission to help her sell the birds. Another, deciding that she wished to "quit carrying this insurance," has made arrangements for her son to refund the amount of aid she has received.

Broad and Liberal—At this writing it seems probable that New York's constitutional convention, now sitting, will adopt measures to enable the state to deal with problems of social welfare on a broad liberal basis. The amendments, as approved by a special committee of the convention, open the way for the legislature to appropriate funds for a comprehensive relief program, to initiate a health and old age insurance system, to extend state aid to unemployment insurance, to provide health and welfare services for school children and to promote the education and support of physically handicapped persons. All these are declared matters "of public concern." The powers of the State Board of Social Welfare to inspect institutions receiving public funds would be extended to those not receiving such funds. The proposals must now pass the convention as a whole before being submitted to the electorate.

New Law—The operation of Virginia's new public assistance act, originally planned to become effective July 1, has been postponed until September 1, except for the aid to the blind which began on the new basis this month. The law provides for old age assistance, aid to dependent children and to the blind under the social security act and continues the general relief provisions of a law passed in 1936. In counties and small cities welfare boards will be appointed by the judge of the circuit or corporation court; in large cities the director of public welfare exercises the functions of the board. All operate under the direct supervision of the state department of public welfare. Under the new law the state reimburses 31¼ percent of expenditures for the aged and the blind, 41⅔ percent for de-

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pendent children; local funds must provide 18¾ percent for the aged and blind, 25 percent for children. The state also contributes for administration of the three categories an amount not to exceed 10 percent of its reimbursement. William H. Stauffer has been appointed commissioner of public welfare.

What They Get—The average old age recipient receives about $23 monthly in New York State according to a recent report. The New York City oldster fares somewhat better than his upstate crony receiving nearly $27 to the other's $21. The average dependent child receives about the same amount of help as his dependent grandparent. But while the upstate child receives only $19 to his city cousin's $25 the average aid per family for dependent children is practically the same throughout the state—about $47.

Youth

A FOUR-YEAR study of the influence of college education on the religious and racial tolerance of American students will be directed by Dr. Arthur H. Compton, physicist and Nobel Prize winner of the University of Chicago, for the National Conference of Jews and Christians. Standard tests, devised to measure the tolerance of undergraduates, will be supplied by the conference for periodic administration to students of participating colleges and universities in all sections of the country. It is believed that the study will show the level of tolerance in student groups, and also the effectiveness of programs in social education in the colleges.

Employment Chances—Job prospects for 1938 college graduates are favorable in spite of the decline in business activity, according to a survey made by Investors Syndicate covering 261 institutions. Forty percent of the men's, women's and coeducational institutions reported employment opportunities the same as in 1937; 20 percent put the job chances the same as in 1929. Nearly 63 percent of the 261 institutions state that they have reason to believe that more than half their June graduates will be on payrolls by the end of the summer; 49.4 percent of the colleges expect to have more than 70 percent of the 1938 class at work before fall. Unlike 1937, business administration, general business and teaching outrank engineering as the fields of greatest opportunity. Agriculture, selling, and home economics also rank higher in jobs offered, these colleges report, than they did a year ago. Investment banking, journalism and law continue at the foot of the list. As qualifications for successful job seeking by young graduates, the experience of these institutions places scholarship first, personality and character next. Campus popularity, extracurricular activities and athletic prowess continue to decline in importance.

New Fields—A graduate division for training in public service will be established this fall by New York University. The new course is designed "to meet the rising demand for a trained, permanent personnel in the public service," and will lead to the new degree of Master of Public Administration. It will be integrated with courses in the other graduate divisions of the university. . . . Training for a new profession, "appraiser of the efficiency of city and county governments" will be instituted in September at the University of Denver under a $29,000 grant for the first year from the Alfred P. Sloan Foundation. The 18-month graduate course will lead to the special degree of Master of Science in Government Management. The University announces that "the move represents the start of a national program designed to furnish the public with investigators competent to evaluate for it and interpret to it the financial administration and social utility of local governments."

Record and Report—The Vocational Service for Juniors (122 East 25 Street, New York) has issued a new edition of its admirable directory of Opportunities for Vocational Training in New York City. . . . Three recent government publications, all available from the Superintendent of Documents, Washington, D.C., bring together current information on the public forum movement in this country: Forums for Young People, Bulletin No. 25, of the Office of Education, price 15 cents; Printed Page and the Public Platform, a study of the relation of reading to forums and discussion, price 20 cents; Choosing Our Way, the story of fifteen months of forum demonstrations, price 35 cents. . . . Public Affairs Pamphlets (price 10 cents, from the Superintendent of Documents) is an annotated bibliography of inexpensive pamphlets on social, economic, political and international affairs, issued as a supplement to a previous bulletin of the same type, which is no longer available.

The Public's Health

WINGS for doctors are included in the new Australian health insurance plan which affects 1,850,000 Australians and employs 3500 physicians. Airplanes are necessary if medical aid is to reach those who need it in remote sections of the country.

In this country health insurance is to be tried out in a New York City high-school. Students paying fifty cents a year into a general fund will be eligible for limited medical, dental and ophthalmic services. The voluntary membership already includes nearly 100 percent of the students.

Studies—A survey of the care of crippled children is under way in New York City with the blessing of the State Department of Health which has allocated $35,000 in social security funds granted by the U.S. Children's Bureau for the study. Beginning by setting up a registration bureau for all crippled children in the city, the Department of Health hopes to establish an all inclusive program for the care of the physically handicapped child. The survey is to be used as a guide in planning rehabilitation, wider development of physiotherapy, coordination of services offered by various agencies, extension of care to home-bound children, correction of early orthopedic defects, determination of minimum costs per child, and aid to families of handicapped children.

The relationship between health and standards of living, diet, housing and family income will be explored in a study of chronic and disabling illness in a sample population in Baltimore. The survey, undertaken by the U.S. Public Health Service with the cooperation of the Milbank Memorial Fund, the Baltimore City Department of Health and the Johns Hopkins School of Hygiene and Public Health, will cover about 1500 families to be visited monthly over a period of years.

Battle Fronts—The $1,021,034 raised this year on the President's birthday for the infantile paralysis campaign will go to the National Foundation for Infantile Paralysis, a new permanent organization set up to conduct research, make grants and otherwise fight the disease. Of this total, $915,928 was raised at birthday celebrations. The net proceeds, largest since the inception of the birthday campaigns, were bolstered considerably by Eddie Cantor's March of Dimes ($81,073), the sale of Founder's Certificates ($80,446), William Green's laborers' twenty-five cent birthday messages ($43,949), and the twenty-five cents per telegraphic greeting turned over by Western Union and the Postal Telegraph ($19,967). Heading the new foundation is Basil O'Connor, former law partner of President Roosevelt.

To further the anti-syphilis campaign, blood tests are now required of all Indiana employes in the State Department of Welfare, the State Unemployment Compensation Division and the State Employment Service.

"Medical Care—But How?"—The report of the committee on medical care of the American Public Welfare Association, on the advance findings of which Dr. Gertrude Sturges drew for her article, Medical Care—But How? in *Survey Midmonthly* of May 1938, is now

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available in pamphlet form. (Price 40 cents from the APWA, 1313 East 60 Street, Chicago.) The report collates the information on present policies and practices in public agencies collected by the committee during the past year, and weighs their effectiveness in relation to the various groups concerned: the sick poor, welfare officials, taxpayers, medical agencies and practitioners, the U.S. Public Health Service and so on. As indicated by Dr. Sturges in her "Mid" article, the scene is so confused that only continuous study and candid discussion can bring it into order. To this end the APWA is continuing its special committee to stimulate and initiate such study and discussion. Special effort will be directed to exploring in cooperation with Community Chests and Councils Inc., such matters as: payment of out-patient departments from tax funds for care of the indigent; relative responsibility of community chest and tax funds for payment for free medical service; conversion of former almshouses into hospitals; licensing and supervision of hospitals and related institutions.

Meantime, pending agreement on principles for administrative organization, obviously a matter of time, the APWA committee recommends, as a means of avoiding duplication and gaps in existing services, that "state and local interdepartmental committees be organized representative of all official agencies concerned with public health, medical care and welfare." It recommends further that welfare officials responsible for the administration of medical care "make full use of technical advice through the appointment of advisory committees representing the organized medical professions, public health, hospitals and the like," and that these welfare officials provide paid "professional supervision for the professional aspects of their medical service."

World's Fair—Dramatic and ambitious exhibits, described in advance press notices as "of unparalleled scientific and educational value," are announced for the medicine and public health building of the 1939 New York World's Fair. Ingeniously lighted and animated models many times life size, intricate machines and elaborate pictorial exhibits are announced relating to virtually every ill that plagues humankind, together with representations of modern methods and devices to combat disease. Special committees of doctors and public health experts are developing plans for the fifty sections included in plans for this building, which will include a Hall of Public Health and a Hall of Medical Science.

Uses of Publicity—The release to New York City newspapers of a single story on the opening of a new social hygiene clinic brought 248 persons for examination and treatment, a new high record for any ten-day period in any of the city's health centers. Of the applicants, 174 said they read the item in a popular tabloid paper; the remaining 74 had seen it in one of six other newspapers. In this group, before tabulations were complete, already fifty-two cases of syphilis had been found and nineteen of gonorrhea. None had ever consulted a doctor for the condition nor knew that he had the disease.

Volunteers

A GROUP of Yale undergraduates, after several months investigation of the social needs of the community around them and of places where college students could serve, have established the Yale Community Council, a bureau of twelve men who will keep a register of fellow students who volunteer their services and of agencies which need their help. The idea originated following the report of a survey by R. K. Atkinson of the Boys' Club of New York which showed a real need in New Haven's social services for just such assistance as the students could give. Under the plan as worked out, the council will make assignments, guided by the preferences and hours specified by student volunteers and by the kinds of service requested by local social agencies.

Around the Map—The committee on volunteers in social service of the Los Angeles Council of Social Agencies includes in its program not only training and placing volunteers and educating the community in social service problems, but also educating professional social workers as to the usefulness of the volunteer's contribution to social work. Altogether 378 Los Angelans gave volunteer service last year through the committee and have piled up the impressive total of 14,000 hours of free work. . . . In an effort to determine just how men stack up to women in doing volunteer social work, the Detroit Council of Social Agencies' central volunteer bureau took a census. It found that volunteer jobs assigned to men outnumber those assigned to women and that men were performing 10,602 units of service; women, 9765. . . . Eighty volunteer workers with the District of Columbia Chapter of the American Red Cross are learning how to "write for the blind," a hand-version of Braille much cheaper to produce than "press Braille." After a ten-week course in transcribing the volunteers prepare hand-copied books for libraries for the blind and for individuals requesting them through the Council of Social Agencies and other sources.

Junior League—Mrs. Peter L. Harvie, outgoing president, speaking at the recent annual meeting of the Association of Junior Leagues of America, pointed to an increased emphasis on education in league welfare departments throughout the country. Besides the customary provisional training courses, leagues have requested: more teaching services from the national staff; more help in planning provisional and other special training courses; information on setting up an education committee tied to the placement system; and information on educational plans of other national agencies.

Among 183 social welfare projects in this year's league programs, 110 are serving children directly and seven more through the family. In all of the first group leagues are assuming definite financial responsibilities or a measure of administrative control. Added to this are extensive services given to children's case working agencies.

As next year's officers the association elected: president, Helen W. Leovy of Pittsburgh, Pa.; treasurer, Mrs. John L. Hutcheson, Jr. of Chattanooga, Tenn.; secretary, Mrs. George V. Ferguson of Winnipeg, Canada.

Professional

IN spite of the fact that social workers are ignored by state and federal labor relations acts, the first collective bargaining agreement for workers in private agencies recently was announced. This was signed by the Social Service Employes Union, Local 19, an affiliate of the CIO, designated as the sole collective bargaining agent for the office of the National Council of Jewish Women, New York. The agreement accepts the five-day week, payment of time and a half for overtime, and a permanent status for employes after six months' service. It also includes provisions relating to hours, vacations, holidays, maternity leave and dismissal notice. Salary negotiations will begin in the fall.

Education—Youngest member of the American Association of Schools of Social Work is the Boston College School of Social Work, recently admitted to the fold upon completion of its second year of existence, the minimum age for a new member. Two-thirds of the first graduating class of thirty-three students, who this year received their MS degrees, already have been placed in social work positions.

The first course in case work supervision to be offered in Chicago is announced by the Loyola University School of Social Work. This will be conducted in the coming fall by Coral F. Brooke, supervisor and chairman of the personnel practices committee of the Chicago Relief Administration.

New also are the first fellowships to be granted by the YWCA representing $300 a year for two years to ten women honor students graduated from colleges

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within the last three years. The purpose is to combine practical experience in a YWCA with advanced study leading to a master's degree in the fields of religion, education, the social sciences and social work.

About Books—Record fragments lie about at the Russell Sage Foundation Publications Department where 16,177 book sales for the first nine months of the present fiscal year surpass last year's total by 1,870. June's Social Work Book-of-the-Month, Russell H. Kurtz's Public Assistance Worker, has been the biggest single factor in the shattering, with a sale of 6,403 thus far. Mr. Kurtz's editorial reputation evidently has spread beyond the confines of the social work world as review copies of the Social Work Year Book have been requested by both the *Barber's Journal* and *Beauty Culture*.

In Print—The need for better personnel practices, clarified titles and specifications for public welfare positions is shown in A Study of Public Welfare Jobs, published by the American Public Welfare Association, 1313 East 60 Street, Chicago (Price $1). The report advises closer integration between the branches of public assistance as well as between state and local supervision. It also suggests the recruiting of more qualified social workers for public positions as a means of achieving better organization, better community relationship, and lighter pending case loads. The study covering agencies in fourteen states and thirty-two counties plus a few federal organizations, was made by a special APWA staff headed by Ella Weinfurther Reed.

A series of articles, Re-Thinking Social Case Work, by Bertha C. Reynolds, first published in *Social Work Today*, is now offered in attractive pamphlet form. (Price 25 cents from *Social Work Today*, 6 East 46 Street, New York.) Miss Reynolds traces the changes since 1916 in the social philosophy of case work, the increased democratization of its processes, and the emotional conflict in which many case workers have found themselves. She concludes that, "The fate of social case work hangs upon the fate of democracy."

Food for thought on the whole business of public understanding of public welfare is contained in a neat mimeographed pamphlet, Public Relations in Public Welfare, in which the Social Work Publicity Council has digested, for the enlightenment of interpreters, a sheaf of articles discussing current attitudes toward relief and "reliefers." With due modesty this department notes that included are three articles from the May anniversary issue of *Survey Midmonthly:* The Public Holds Its Nose by Sidney Hollander; Social Work and Politics by William Haber and Clients Aren't What They Used to Be by Charles F. Ernst. The pamphlet contains also a collection of frequently heard criticisms with the facts and figures that answer them. From the Council, 130 East 22 Street, New York. Price 35 cents.

A bibliography, Social Case Work in Special Fields, compiled by Margaret M. Otto has been issued by the Russell Sage Foundation Library as Bulletin No. 149 (Price 20 cents from the Foundation, 130 East 22 Street). This is a supplement to the Library's Bulletin of February 1938 on Social Case Work.

Salaries in Medical Social Work in 1937, by Ralph G. Hurlin, Russell Sage Foundation (Price 20 cents), is a statistical study of the education, training and salaries of 1908 medical social workers in 507 agencies. A sequel to a 1933 study which had shown a decline in salaries since 1930, this report shows an upswing since 1933 of about $200 per worker except in that group described as "case-worker" (about half the total) where the median salary has risen only $32.

Better Times, New York's Social Work Review, has burgeoned out with new layouts and plethoric illustrations under the directing hand of its new editor, Hiram Motherwell. Its editorial content will be focused on New York City, with special attention, month by month, to specific problems rather than to the activities of particular agencies. The June issue, first under the new editorial direction, centers on two topics, Our City Schools as Welfare Centers and Mobilization for New York's Battle Against Syphilis.

People and Things

DISNEY delights are now available to the blind through the introduction of Snow White and the Seven Dwarfs as a talking book. Careful study of the film facilitated a translation of the artists' lines and colors into narrative interludes to fit between the familiar theme songs and dialogue. This movie for the blind has been made possible through cooperation between J. O. Kleber of the talking books department of the American Foundation for the Blind, Harry Braun, director of the sound department at Radio City Music Hall, New York, and, far from least, Walt Disney himself.

Generous Gift—To the University of Virginia has been presented the book and manuscript collections of the late Tracy W. McGregor of Detroit, whose concern with social problems was as deep as his interest as a bibliophile. The collection, particularly rich in American historical documents, will be housed in the University's beautiful new library building, a memorial to its first president, the late Edwin Anderson Alderman. The McGregor Fund of Detroit, to which Mr. McGregor left his estate, is supplying funds for the proper installation of the collection and an annual grant to maintain and enlarge it.

Advice and Plans—In line with the modern governmental policy of seeking expert advice the National Association of Attorneys General recently has set up an advisory committee on public assistance which includes Loula Dunn, commissioner of the Alabama Department of Public Welfare; Fred K. Hoehler, director of the American Public Welfare Association; Harry Greenstein, former relief administrator for the State of Maryland; Elmer Goudy, administrator, State Relief Commission of Oregon, and William Haber, professor of economics, Michigan State University.

Professor Haber, former Michigan State Relief Administrator, is also one of those appointed by Governor Murphy to the new State Planning Commission to undertake long-range economic, social and recreational plans. Another appointee is Abner Larned, director of the Michigan Unemployment Compensation Commission.

Changes—To the Urban League in Pittsburgh goes Philadelphia's Marechal-Neil V. Ellison, former vocational counselor of the NYA. Miss Ellison will head the league's new education department set up to study the young Negro's situation in relation to the schools, to offer him vocational guidance and to aid in job placement and industrial adjustment.

Another Philadelphian to make a more complete change is Evalyn T. Cavin, for nineteen years county executive director of the Mothers Assistance Fund, Old Age Assistance, and Pensions for the Blind. Miss Cavin has left the social work field for business—an executive position in the Dickinson Agency of the Equitable Life Assurance Society in Philadelphia.

Thomas H. Hoare, for several years with the American Association of Social Workers and lately editor of *The Compass*, has resigned to join up with the Greater New York Fund, Inc. . . . Louis Resnick, recently director of informational services of the Social Security Board, is in Geneva until October, attached to the International Labor Office.

Coming Events—Cheered by the actions of two states in passing laws requiring pre-natal blood-tests, the American Social Hygiene Association has marked the Prevention of Congenital Syphilis as the main theme for the Third National Social Hygiene Day set for Wednesday, February 1, 1939.

The American Red Cross announces Washington, D.C., as the setting of its 1939 national convention, April 24-27.

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Book Reviews

Afoul of the Law

YOUTH IN THE TOILS, by Leonard V. Harrison and Pryor McNeill Grant. Macmillan. 167 pp. Price $1.50 postpaid of *Survey Midmonthly*.

MANY years of Mr. Harrison's life have been given to the consideration of police and penal problems. His co-author, Mr. Grant, whose untimely death occurred last December, devoted his life to work among boys. (And it is probable, supplied most of the sentimentality in this little book.)

The tale is a harrowing one, describing what happens to the boys of America when they run afoul of the police or get thrown into an evil smelling jail or committed to a reformatory or training school to match their own iniquities and depravities with those of other unfortunates. Anyone who knows social conditions throughout the United States can confirm the incidents, here drawn rather graphically. The trouble with the book is that an uninformed person might assume that all young rapscallions who get taken up by the police are innocent mortals who are being made into hardened criminals by the vicious penal system of America; second, that the evils recounted are typical or predominant. As a matter of fact, neither of these things is true, but there *are* too many training schools that lose sight of the fact that they are dealing with human beings; too many cops who seem to take delight in being tough; and too little concern on the part of modern society for "youth in the toils."

The recommendations of the authors are not as convincing as is their description of the evils to be remedied. A special delinquency code for minors between sixteen and twenty, administered by a new court known as the delinquent minor court, will be merely an extension of what we now know as the juvenile court, with all the difficulties which beset this much-prized device for handling wayward minors increased in their complexity. Many of us for years have contended that any court should separate its function into the judicial and the dispositional and that the disposition of offenders be based on a diagnostic examination by experts. The recommendations presented by these authors differ from existing practices only in degree.

There is, in fact, no single formula for the cure of juvenile delinquency. But this book may help further to focus the attention of an apathetic public on the dangers of what the Wickersham Commission called "lawless enforcement of the law" in respect to its own youth, and the urgent need for community effort to prevent the development of conditions which make it necessary to put "Youth in the Toils."

SANFORD BATES
Boys' Clubs of America
New York

Intercultural Conference

EDUCATION IN PACIFIC COUNTRIES, by Felix M. Keesing. University of Hawaii Bookstore, Honolulu. 226 pp. Price $1.50 postpaid of *Survey Midmonthly*.

IN a brilliant piece of conference reporting, an anthropologist here sets forth what happened when an international group of educators, brought together by the University of Hawaii, discussed the role played by the school in intercultural relations. Most of the larger countries on the rim of the Pacific, or with colonies there, were represented, as well as many of the indigenous peoples and some of the ethnic minorities. The very composition of the conference proved that education has no natural racial limits.

Probably no more expert assembly ever has unrolled so colorful a canvas. Among the questions taken up were those which show at the same time many facets of difference in national mentality and many similarities of national experience in a part of the world that is rapidly becoming integrated by modern progress. The conflicts between dominant and oppressed groups, between indigenous and imported cultures, between community needs and needs of particular groups, between mastery of one language and the practical advantages of being able to use several—all these and many more vex the educators of almost the whole region.

With its scholarly handling of controversial material, extensive bibliography, and illuminating reference of every technical question to more fundamental problems, this is an unusually valuable contribution to educational sociology.

New York BRUNO LASKER

Liberal Educators Speak

EDUCATIONAL FREEDOM AND DEMOCRACY, by H. B. Alberty and Boyd H. Bode. Appleton-Century. 292 pp. Price $2.25 postpaid of *Survey Midmonthly*.

EDUCATIONAL freedom is ranked with freedom of speech, press and assembly as an essential of democracy in this, the second yearbook of the John Dewey Society, an organization of liberal educators devoted to "the study of education in its interaction with society and the culture." The volume is distinguished from much of the literature on educational freedom by its emphasis on the philosophical justifications of educational freedom and its minimizing of tales of teachers harried by hooded bands for smoking in the school boiler room or banished from the profession for smuggling home a copy of the *Survey Graphic* beneath the family spinach.

The book is interesting not for originality or brilliance but for being as authoritative a statement as can be found of the attitude toward educational freedom of the liberal wing of American educators. From this statement it appears that these liberal educators look upon the maintenance of freedom of teaching as a duty to democracy, with this freedom entailing as many burdens as it bestows privileges; for the scholar's license to pursue truth wherever it may lead is paid for by his obligation to utter only such public statements as are the fruit of reason. The school must avoid indoctrination, even in supposed service of democracy. For democracy is truly served only by the freeing of intelligence for "the continuous remaking of beliefs." Fixed alignment of teachers with any group, either of the right or left, is warned against.

Being the joint product of nine writers, the quality of the book is uneven, ranging from Professor Bode's brilliant chapter defining educational freedom to Professor Hullfish's unfocused marshalling of fine sentences on organization of the teaching profession. The layman and also the teacher, looking for a reasoned summary presentation of the problem of educational freedom, will find nothing better than this volume.

EVERETT B. SACKETT
Graduate School of Education
Harvard University

Light for the Layman

CONSUMERS' CREDITS AND UNEMPLOYMENT, by J. E. Meade. Oxford University Press. 115 pp. Price $2 postpaid of *Survey Midmonthly*.

IN this short book, Mr. Meade presents a case for consumers' credits which is intended to be both understandable to the layman and helpful to the economist. From the point of view of this layman he has been remarkably successful in guiding him through the intricacies of a difficult subject and bringing him safely out on the other side with a fairly clear idea of the importance and practicability of consumers' credits. This term is defined by the author to mean direct cash subsidies to insured old age or laboring groups in England.

Mr. Meade devotes the first half of his book to consumers' credits in general, as an important if not the chief measure which should be taken to relieve depression unemployment. In this he draws a sharp line between seasonal and technological unemployment on the one hand and general or depression unemployment on the other. Consumers' credits should be applied only to the latter case. Con-

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versely in order to finance these credits during depressions a tax is levied on the employed during prosperous times.

The latter half of the book examines the working of one specific plan for using consumers' credits and shows how that method would have greatly relieved the recent depression in England. Although the plan as prescribed might well have greatly reduced unemployment in England during recent years there seem justifiable grounds for doubt that it could work at the present time in this country. At least one element of difficulty would be our comparatively limited machinery for distributing credits and collecting the tax.

ELIOT PRATT
New York

Tonic for the Inner Life

THE SELF YOU HAVE TO LIVE WITH, by Winfred Rhoades. Lippincott. 182 pp. Price $1.75 postpaid of *Survey Midmonthly*.

AN excellent little book of the tonic sort, simple, direct and moving in style, with ample illustrations from the author's experience in dealing with persons. The psychology is sound. The closing chapters introduce a religious foundation for the building of an "honorable" self. The conception of God here introduced and the application made of it is one which could be utilized by persons of all religious faiths.

Religious leaders will find the book widely useful. To great advantage they could slip it to any perplexed, anxious, troubled or unadjusted person for reading. Its substance is easily grasped and its challenging sentences cling to the mind. The reader is certain to put it down with a resolution to master his inner life. The cues for doing so are effectively presented.

JOHN HOWLAND LATHROP
Church of the Saviour, Brooklyn

Lectures for Laity

MILESTONES IN MEDICINE, by Drs. Miller, Jelliffe, Stockard, Vogel, Tilney, Sigerist, Wayson, and Timme. Appleton-Century. 276 pp. Price $2 postpaid of *Survey Midmonthly*.

THE laity lectures given last year at the New York Academy of Medicine proved to be so very popular that it was decided to publish them in book form. In introducing this compilation Dr. James A. Miller, the academy's president, remarks that the enthusiasm with which these health educational talks were received clearly shows that "the public wishes not only to know but to understand."

"There is a substantial difference," Dr. Miller points out, "between knowing and understanding. To know, is to have acquaintance with, to recognize, while to understand is to appreciate the meaning and import of what is known."

Psychiatry is here discussed by Dr.

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RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Charity Organization, Consumer Credit Studies, Delinquency and Penology, Industrial Studies, Library, Recreation, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Smith Ely Jelliffe; Heredity, by Dr. Charles R. Stockard; Medicine at Sea, by Dr. Karl Vogel; Evolution, by Dr. Frederick Tilney; Medical History, by Dr. Henry E. Sigerist; Leprosy, by Dr. Newton E. Wayson; Glands, by Dr. Walter Timme.

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New York BEULAH FRANCE, R.N.

Problems in Medical Progress

THE FIGHT FOR LIFE, by Paul de Kruif. Harcourt, Brace. 342 pp. Price $3 postpaid of *Survey Midmonthly*.

EXTREMELY sensitive to every form of human suffering, Paul de Kruif has unusual ability in making his sympathy contagious. His feelings are becoming more and more disciplined but they still carry him at times beyond the bounds of scientific prudence.

The Elliott treatment has been used successfully in chronic and subacute infections of the pelvis. Mr. de Kruif wants to know why it is not also used in the treatment of puerperal septicemia, which causes thousands of maternal deaths. He charges that an effective method of controlling maternal mortality is being neglected because it is time-consuming and therefore uneconomic for use in an industry that is governed by the profit system.

The difficulty with this line of argument is that Elliott's treatment is being used throughout the country every day. Each number of the Index Medicus still contains an entry of the articles published on the "Elliott treatment." Reference to these articles in the literature proves that Dr. Charles Robert Elliott is always given full credit for his development of a quite old discovery that heat within the vagina cures local pelvic infection. In an article published last May Dr. Frank H. Krusen suggested to the American Congress of Physical Therapy that six hours should be devoted to the technique rather than the one- to two-hour treatment of the original Elliott technique.

Is it not more probable that obstetricians hesitate to apply the method to the treatment of puerperal infections with hemolytic streptococcus because they are there dealing with an infection of the general blood stream?

This is not to deny that the profit motive may hinder medical progress and prevent some people from getting care by the more expensive methods of treatment. Research on this subject is desirable but the evidence sought must be other than that here presented.

Despite its scientific limitations, The Fight for Life is a book worthy to be welcomed for its insight into the problems of maternal care, for its descriptions of the work of the President's Commission for Infantile Paralysis Research to which the author has acted as honorary secretary during the last two years, and for its presentation of the thesis that the capitalist may still realize profits in material wealth through material outlay for the control of communicable disease.

Department of Health, Albany, N. Y. J. R. EARP

Run of the Shelves

SOCIAL LIVING, by Paul H. Landis and Judson T. Landis, Ginn and Co. 672 pp. Price $1.80 postpaid of *Survey Midmonthly*.

A TEXTBOOK in the new tradition, its material organized in study units, its text supplemented by many skillfully chosen photographs, drawings and charts. The aim of the book is to help the high-school student attain "a normal view of society," seeing "not only change, but order and stability, not only the grievous problems that vex our society but also the living, growing, working, normal system which society is."

PUBLIC SERVICE IN GREAT BRITAIN, by Hiram Miller Stout. University of North Carolina Press. 189 pp. Price $4.50 postpaid of *Survey Midmonthly*.

WITH civil service as the central focus, this volume describes the evolution of government in Britain over the last hundred years, and the working of the British civil service in relation to the parliamentary system. Among other major topics, the author discusses specifically the inducements to public life which have attracted one out of every hundred Britishers, and the type of persons attracted. Much of the outstanding success of Britain's civil service is attributed to the permanence of appointments, the unimportance of party affiliation, and the importance of merit. Thus the problems of securing the responsible bureaucracy so necessary to the functioning of a modern state under democratic control has been effectively approached.

NEW OCCUPATIONS FOR YOUTH, by T. Otto Nall. Association Press. 192 pp. Price $1.75 postpaid of *Survey Midmonthly*.

A VOCATIONAL guidance book, written as a series of interviews with people who have made a success in the job under discussion. The emphasis is on such "new" jobs as hostess, recreation leader, and so on.

EYE HAZARDS IN INDUSTRIAL OCCUPATIONS, by Louis Resnick and Lewis H. Carris. National Society for Prevention of Blindness. 247 pp. Price 50 cents from the society, 50 West 50 Street, New York.

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